

# Washington Transportation Plan Update

*Interim Briefing to the Transportation Commission*

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Commission Retreat

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**Washington State  
Department of Transportation**

## **This Afternoon:**

- Planning requirements and the update process
- Key financial background

## **Tomorrow:**

- Issue area progress
- Special briefing topics

# What are the Legal Requirements?

## Federal Surface Transportation Act (TEA-21)

- Each state must prepare a transportation plan and program providing for development, management, and operation of systems and facilities considering all modes of transportation.
- Plan must be based on at least a 20-year forecast period and may include a financial plan.
- The plan shall be continually evaluated and periodically updated as appropriate.

*Section 135 of title 23 of the U.S. Code*

## State Law

- WSDOT must prepare a “comprehensive and balanced statewide transportation plan” every two years based on legislative policies and applicable state and federal laws.

*RCW 47.01.071*

- The Commission must develop a state transportation policy plan that establishes a vision and goals for the transportation system consistent with the state's growth management goals; identifies significant transportation policy issues; and recommends statewide transportation policies to the Legislature.

*RCW 47.06.030*

# What are the Stipulated Goals of the Plan?

## How Clear is the Overall Guidance?

<b>Federal Planning Factors</b> (23USC135)	<b>State Planning Emphasis Areas</b> (RCW 47.06)	<b>Required Modal Plans</b> (RCW 47.06)
<ul style="list-style-type: none"> <li>▪ Support the economic vitality of the United States, the States, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency.</li> <li>▪ Increase the safety and security of the transportation system for motorized and non-motorized users.</li> <li>▪ Increase the accessibility and mobility options available to people and for freight.</li> <li>▪ Protect and enhance the environment, promote energy conservation, and improve quality of life.</li> <li>▪ Enhance the integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight.</li> <li>▪ Promote efficient system management and operation.</li> <li>▪ Emphasize the preservation of the existing transportation system.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relief of congestion.</li> <li>▪ Preservation of existing investments.</li> <li>▪ Preservation of downtowns.</li> <li>▪ Ability to attract or accommodate planned population and employment growth.</li> <li>▪ Improvement of traveler safety.</li> <li>▪ Efficient movement of freight and goods.</li> <li>▪ Improvement and integration of all transportation modes to create a seamless intermodal transportation system for people and goods.</li> </ul>	<p><u>State-owned</u></p> <ul style="list-style-type: none"> <li>▪ Highways</li> <li>▪ Ferries</li> </ul> <p><u>State Interest</u></p> <ul style="list-style-type: none"> <li>▪ Aviation</li> <li>▪ Public Transportation</li> <li>▪ Freight Rail</li> <li>▪ Intercity Passenger Rail</li> <li>▪ Bicycle &amp; Pedestrian</li> <li>▪ Marine Ports &amp; Navigation</li> </ul>

# Base Chronology of Transportation Planning Efforts in Washington State

	Transportation Planning Environment	Example Documents & Plans
<b>1960's</b>	Interstate Era: Highway and Transit Expansion Plan	1964 Puget Sound Regional Transportation Plan
<b>1970's</b>	Freeway Revolt: <ul style="list-style-type: none"> <li>• Removal of cross sound bridges from plan</li> <li>• Removed freeways from Central Puget Sound</li> <li>• Transit in Central Puget Sound voted down</li> </ul>	1975 Puget Sound Regional Transportation plan
<b>1977</b>	State DOT and Transportation Commission created and state transportation plan required.	1980 State Transportation Plan, with 1981 and 1982 Updates
<b>Mid 80's</b>	Financial Bust: WSDOT eliminated planning – “maintain only” operation with a pessimistic view on revenue.	No Plan
<b>1987</b>	Commission and WSDOT restart planning – Strategic Issues and Policy	1989 to 1993 State Transportation Policy Plans
<b>1993</b>	WSDOT begins system planning – First highway system plan published	1993 State Highway Systems Plan
<b>1995</b>	First Multimodal Plan published - Each mode in its own silo	1995 Washington's Transportation Plan
<b>2001</b>	Multimodal Approach: <ul style="list-style-type: none"> <li>• Multimodal goals and objectives</li> <li>• Focused on objectives, not modes</li> <li>• No financial constraints</li> </ul>	2001 Washington's Transportation Plan

# Aspiration for the 2005 Plan Update

- Data driven, analytically grounded and organized by major Issue areas.
- Program and investment proposals advanced for the state for each major issue area.
- Investment and programs proposals prioritized into high, medium, and low priority categories.
- Scale of proposed investment constrained by financial realities.

## What we're hearing...

*"The WTP should be a collection of information and data from which decision makers can make choices."*

*"DOT's analytic capability must be strengthened so that we have better information on which to take the long view... The key word everyone has to keep in mind is prioritization..."*

*"We must prioritize and make choices. The debate is not about how to keep doing just about what we are already doing. It's about how to choose to spend the money we have on what we really want."*

# How is the Process Taking Shape?

## **Phase 1: Data and Approach Development**

- Build statewide transportation “data library”.
- Analyze statewide trends and system conditions.
- Identify key issues and choices.
- Share the learning and analysis with others.

## **Phase 2: Developing the Plan Update**

- Commission guides tentative judgments on scale and direction of investment programs.
- WSDOT works with RTPOs and others to develop proposals for investment plans and funding scenarios.
- Commission matches priorities to funding scenarios
- Commission adopts the plan.

# What is the Outreach Program?

## **RTPO Outreach**

- Briefing by Secretary MacDonald at quarterly meeting with all MPOs and RTPOs.
- WSDOT Modal Directors one on one meetings with each RTPO.
- WSDOT WTP briefings at RTPO policy or technical committees by WSDOT regional staff.
- Joint process for developing investment plan.

## **Document and Information Sharing**

- The WTP web page.
- Creating web based documents accessible by everyone.
- Creating an on-line data library to share WTP data.
- Publishing and distributing folios describing WTP progress.

## **Special Outreach Meetings**

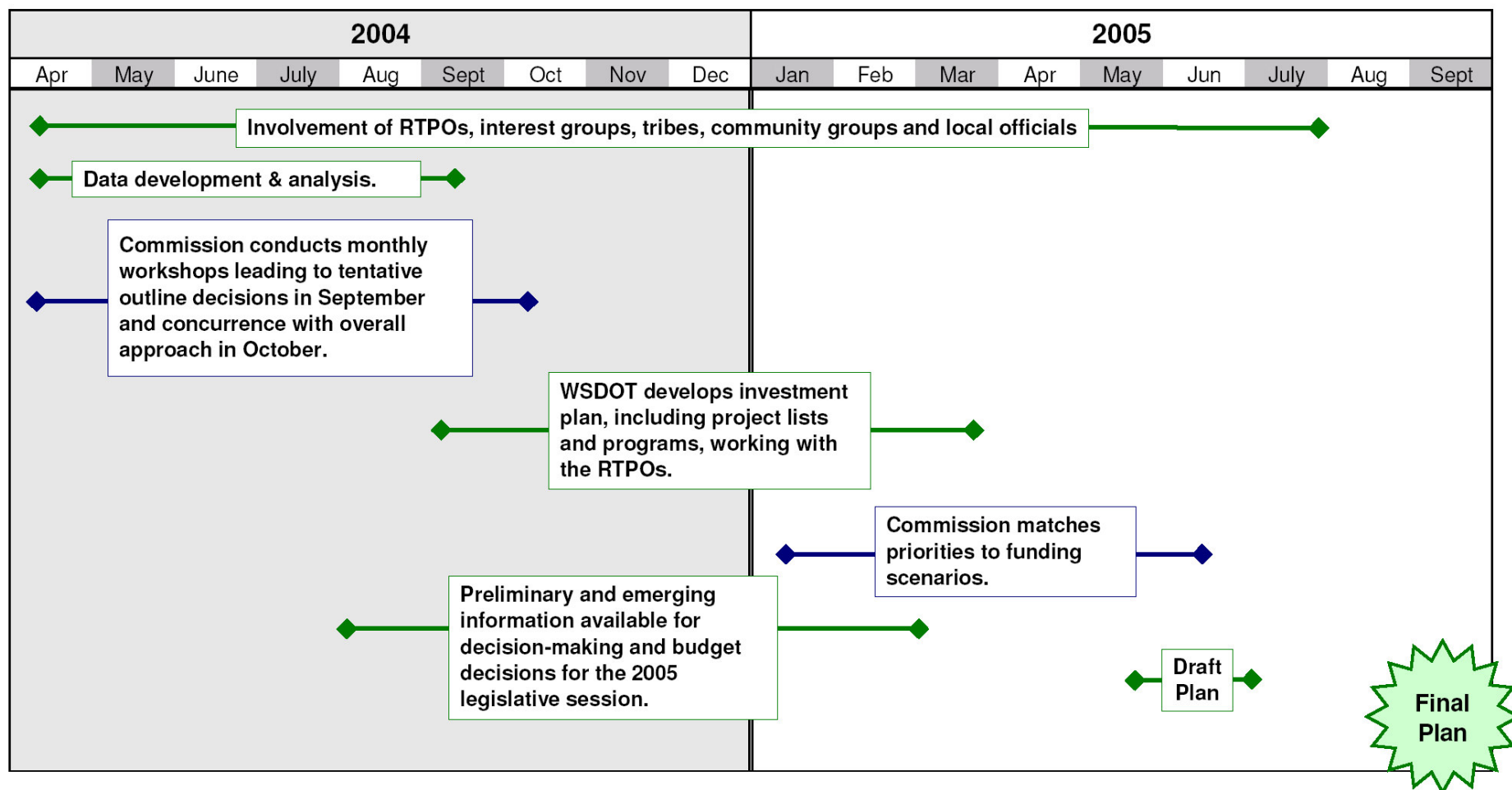
- Legislator and legislative committee staff conversations
- Tribal Transportation Planning Organization
- Washington Public Ports Planning Group
- Freight Customer Interviews
- Safety Conscious Planning Workshop
- Freight Workshop with FMSIB
- Congestion Relief Study in Puget Sound, Vancouver and Spokane
- Other Events

## **Late Summer “Milestone” Event**

- Scheduled for September 21, 2004
- Hosted by Transportation Commission
- Opportunity to share what we’ve learned, to discuss approaches, and solicit views.



# What's the Schedule?



# Washington Transportation Plan Update

*What you will hear over and over throughout this two-day presentation. . .*

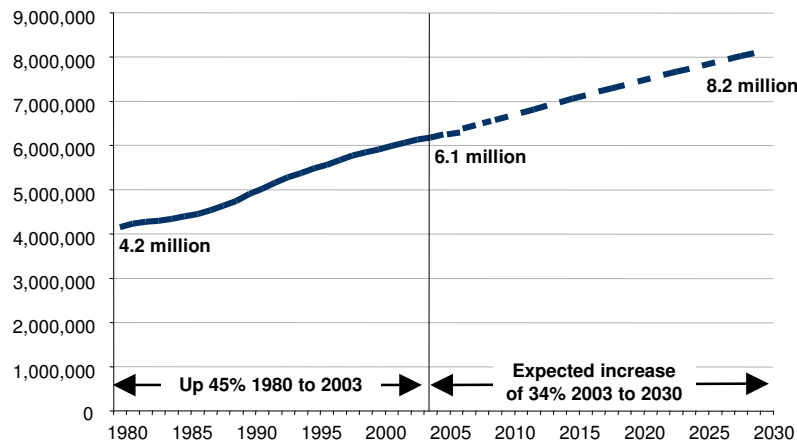
- **Demands on our state's transportation systems are up, and have not been adequately addressed for years.**
- **Funds for transportation are not there to do what needs to be done.**
- **Aging and deterioration of our state's transportation system will require spending more and more to “stay in place”.**

***How do we talk about and settle on our real priorities in light of these paramount realities?***

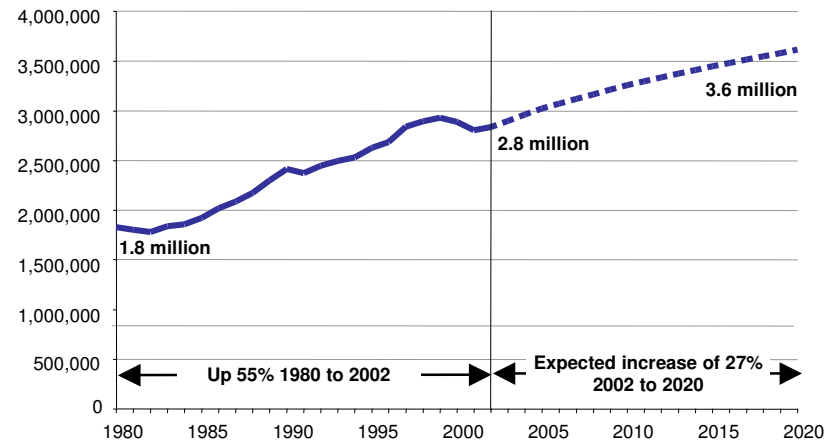
# **Demands on the Transportation Systems and Services**

# Demand is up...

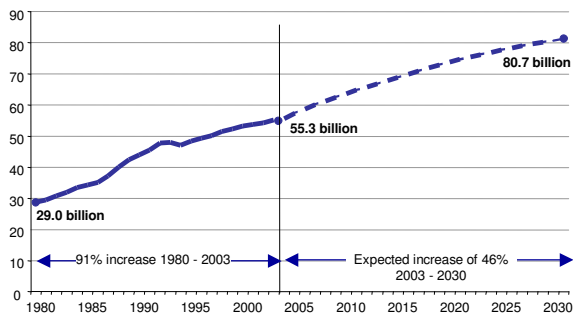
## Population Will Continue to Grow



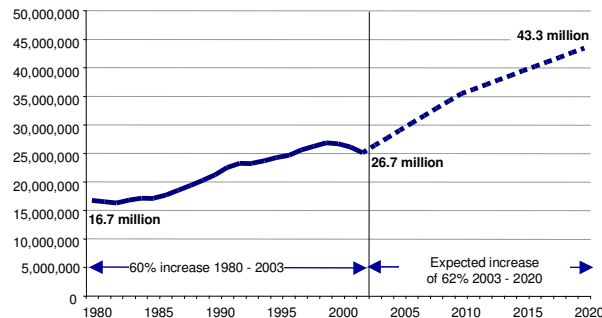
## Employment Will Continue to Grow



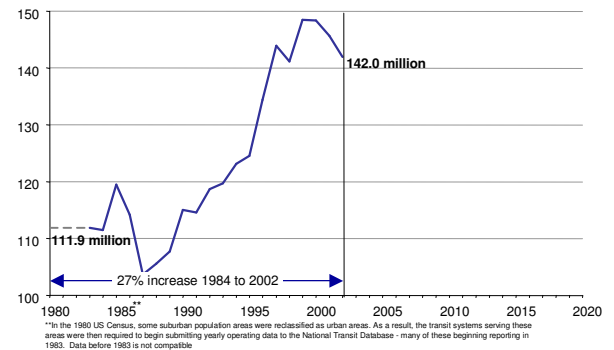
## Vehicle Miles Traveled Will Continue to Grow (Miles in billions)



## Ferry Ridership Will Continue to Grow



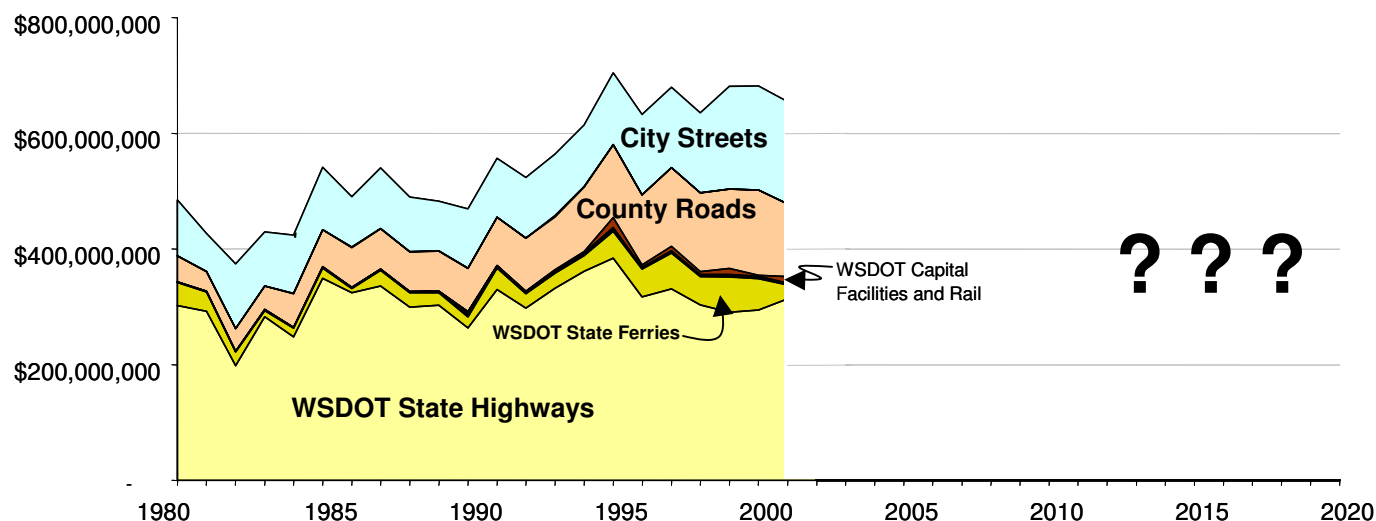
## Transit Ridership Will Continue to Grow (Fixed Urban Passenger Trips displayed)



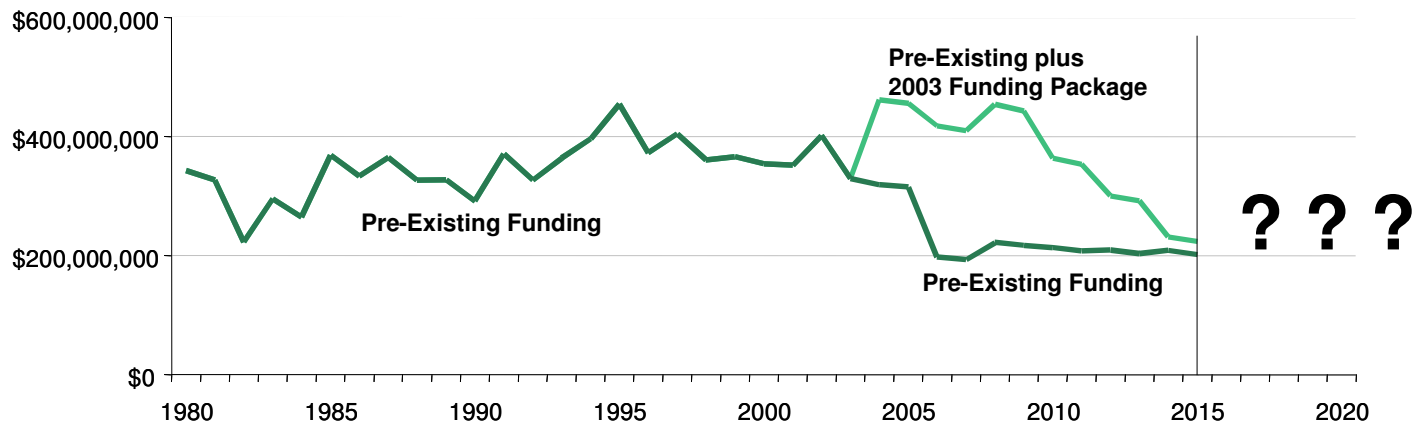
# Funding

# Funding: Down or flat...more or less....???

Transportation Capital Investment by WSDOT, Counties, & Cities  
1980 – 2001 - projections to 2020 (1980 dollars)



Over the Next Decade WSDOT Funding is Declining  
Even With the Last Funding Package  
(in 1980 constant dollars)

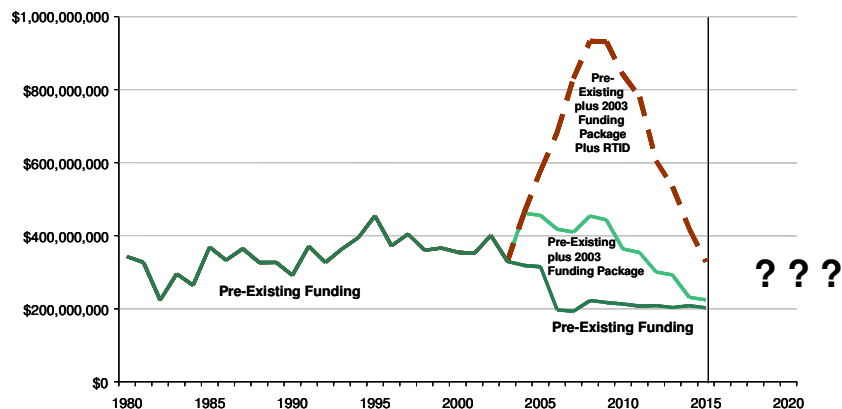


# The New Games in Town for Funding are:

## RTID:

- If passed, could increase capital investments by \$10+ billion in King, Pierce and Snohomish counties.

**Overall Level of Capital Investment Continues to Depend on the RTID**  
(in 1980 constant dollars)



## Initiative 864:

### 25% Property Tax Initiative

- If passed, could result in a statewide reduction of \$426m per year (based on 2004).
- Of this reduction, \$112m counties current expense \$76m county roads, \$131m cities. Compounds losses already experienced by I-695, I-776 and I-747

## Initiative 883:

### “Reduce Traffic Congestion” Plan

- Declares road construction to reduce traffic congestion the top priority of the transportation system.
- Revenue from three existing taxes are redirected to a new account: for congestion relief. The new account would capture 2.8¢ of existing gas tax, 20% of existing gross weight fees, and about one third of existing tax on vehicle sales tax which equals about \$330 million currently going to the State General Fund.
- Funding criteria to rate and choose state and arterial transportation projects by congestion relief rating ranking..
- HOV lanes are opened at off-peak hours and are re-evaluated.

## Additional State Revenue:

?

## **What are we hearing about funding issues from the cities and counties and transit systems?**

- County road levy and the current share of the gas tax cannot meet current funding needs.
- Most rural counties do not have an adequate tax base to fund general government needs let alone local transportation improvements.
- Local options cannot generate enough funds to provide for construction maintenance and preservation programs.
- Recent statewide initiatives have repealed local transportation funding tools.
- For transit, the state provides less than 2% of their total funding.
- Capital needs of transit systems vary depending on size and location, but are most acute in urban areas.
- Most critical for transit is augmenting funding for operations.
- In some areas of the state, the sales tax imposed by transit will not grow by enough to support funding for current operations.



# **System Aging and Deterioration**

# **The System is Aging and Deteriorating...**

**These problems are best recognized by the public as:**

- Alaskan Way Viaduct
- SR 520 (Evergreen Point Floating Bridge)
- Interstate Pavements

**On inspection, this is the problem of “preservation” investment. It is statewide and multimodal. It affects bridges, pavement and other facilities that the public assumes it can “take for granted”.**

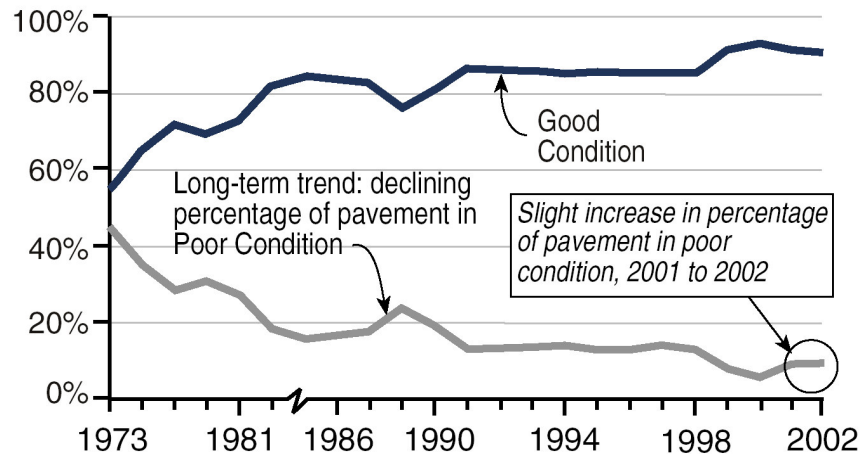
**But preservation cannot be taken for granted and needs to be funded.**

# The System is Aging and Deteriorating...

Even though *asphalt pavement* conditions are improving, **concrete pavement** conditions on the state's most important highways are in decline and will be expensive and inconvenient to fix.

## Pavement Condition Trends

Percent of Pavements



Source: WSDOT Materials Lab.

## 2004 Concrete Lane Miles\*

Current Age (Construction or Reconstruction)	Total Lane Miles	Lane Miles Rehabilitated to Date by Dowel Bar Retrofit
0-10	147.1	0.0
11-20	274.0	0.0
21-30	566.8	35.0
31-40	642.0	322.4
41-50	279.1	58.1
51-60	5.0	0.2
61 or more	66.1	0.0
<b>Total</b>	<b>1980.0</b>	<b>415.7</b>

\* Does not include 321 lane miles of bridge sections and 112 lane miles of ramps.

# The System is Aging and Deteriorating

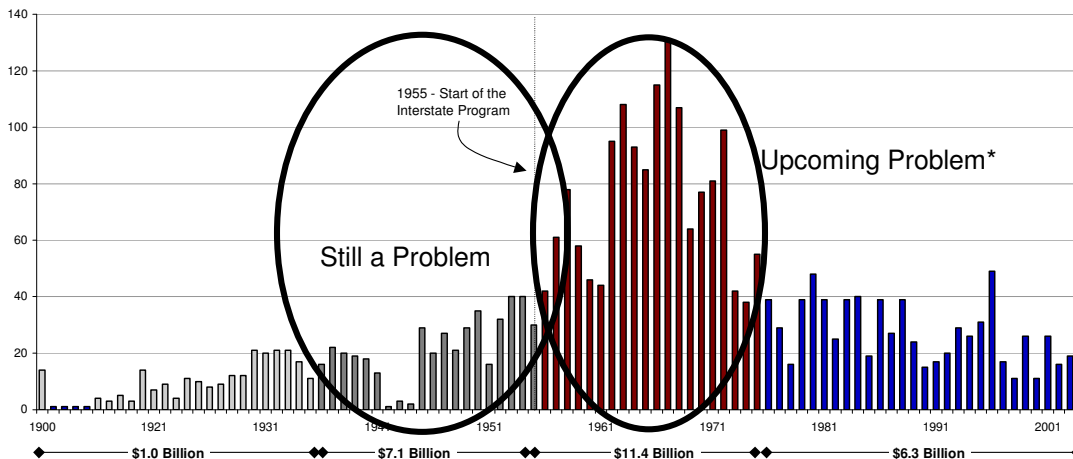
## Bridges are getting older.

- In the next 20 years, much of the bridge inventory will reach the age of 50 or more years.
- As more of our bridge inventory reaches the age of 50, investment needs for bridge rehabilitation will continue to rise sharply with the most pressing needs being to replace the oldest structures in the system.

## Ferry system assets are getting older.

- Just as with bridges the time is coming when expensive investments in ferry terminals and vessels will need to be made.
- Of our 28 ferry boats, 21 are more than 20 years old and six are 50 years or older.

**Bridge Inventory by Age and Replacement Costs**  
2004 dollars



\*May last longer than assumed life of 50 years

4/29/2004

Class	Name	Year Constructed	Age
Jumbo Mark II	Tacoma	1997	7
	Wenatchee	1998	6
	Puyallup	1998	6
Jumbo	Spokane	1972	32
	Walla Walla	1972	32
Super	Hyak	1967	37
	Kaleetan	1967	37
	Yakima	1967	37
	Elwah	1967	37
Issaquah 130	Issaquah	1979	25
	Kitsap	1980	24
	Kittitas	1980	24
	Cathlamet	1981	23
	Chelan	1981	23
Issaquah	Sealth	1982	22
Evergreen State	Evergreen State	1954	50
	Klahowya	1958	46
	Tillikum	1959	45
Steel Electric	Quinalt	1927	77
	Illahee	1927	77
	Nisqually	1927	77
	Klickitat	1927	77
Miscellaneous	Rhododendron	1947	57
	Hiyu	1967	37
Passenger-Only	Skagit	1989	15
	Kalama	1989	15
Chinook	Chinook	1998	6
	Snohomish	1999	6

# So how should we approach the problem of making choices and setting priorities?

Capital investment in preservation and current investment in maintenance and operations are paramount issues.

Also:

- The ability to address “New Capacity” for congestion relief will be an issue.
- Targeted safety investments that provide the highest benefit will also need to be made.
- There are many other potential priorities in the area of rural roads and freight mobility - to name a few.

# Reality Intrudes

**How much additional funding could be raised over the next decade?  
Choose a Scenario!**

*Dollars in millions*

Three scenarios, 2 options each.	Option A				Option B			
	Local Share	State Share		Total	Local Share	State Share		Total
	50%	50%			25%	75%		
		20% Maintenance	80% WSDOT Capital*			20% Maintenance	80% WSDOT Capital*	
Scenario 1: 1¢ gas tax increase each year for the next 10 years	\$993	\$199	\$1,835	\$3,027	\$497	\$298	\$2,722	\$3,517
Scenario 2: 10¢ gas tax increase beginning July 1, 2005	\$1,781	\$356	\$2,526	\$4,663	\$890	\$534	\$3,790	\$5,214
Scenario 3: 10¢ gas tax increase beginning July 1, 2005, plus another 10¢ increase July 1, 2011	\$2,675	\$535	\$4,344	\$7,554	\$1,337	\$802	\$6,577	\$8,716

\*Amounts shown for WSDOT Capital Investment include assumptions for the sale of bonds using the available revenue stream. The funding level can vary depending on the timing of expenditures and the resulting bond sales needed, as well as from financing assumptions including interest rates and debt service coverage requirements.

# The Discussion Involves:

- Even with RTID, more will be needed from the state for the Alaskan Way Viaduct, SR 520 (Evergreen Point Floating Bridge), interstate pavements, and other preservation needs.
- Maintenance and other operating and capital programs were not augmented by Transportation 2003 Funding Package. Safety programs need more funding.
- Only the very worthiest “new works” (i.e., capacity enhancement) projects can be funded at the likely levels of future investment capacity. How should they be prioritized?
- The 18<sup>th</sup> Amendment will continue to present a roadblock to multimodal funding – other sources besides the gas tax and vehicle fees will need to be tapped.
- Increased state funding will need to be shared with cities, counties and transit.
- Equity amongst areas of the state will continue to be an issue: the “donor areas” are very restless.